Government of
Saskatchewan

Annual Report
1990-91

Saskatchewan
Rural
Development

Annual Report 1990-91

Saskatchewan Rural Development

for the fiscal year ending

March 31, 1991

3085 Albert Street
Regina, Saskatchewan
S4S 0B1

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Letters of Transmittal

The Honourable Sylvia Fedoruk
Lieutenant Governor
Province of Saskatchewan

Your Honour:

I have the honour of submitting the annual report of the Department of Rural Development for the year ended March 31, 1991. The consolidated financial statements are in the form approved by Treasury Board and have been reported on by our auditors.

Your obedient servant,

Darrel Cunningham
Minister of Rural Development

The Honourable Darrel Cunningham
Minister of Rural Development
Regina, Saskatchewan

Sir:

I wish to present to you the annual report for the Department of Rural Development for the twelve months ending March 31, 1991.

Respectfully submitted,

Bill Reader,
Deputy Minister of Rural Development

Message

Over the past ten years, the well-being of rural Saskatchewan has been recognized as an important ingredient for a healthy economy. Government responded by placing greater emphasis on rural development.

In the early 80s providing services to municipalities in matters of administration and the construction of roads and bridges was the focus of the Department of Rural Affairs. In 1983, the department was renamed the Department of Rural Development. Its mandate expanded to focus on numerous areas of concern to rural residents, including transportation, agricultural and resource management services.

In 1984, a task force was commissioned to produce a strategy for the development of rural Saskatchewan. Based on their recommendations the community development program was brought into the Department's mandate. Throughout the 80s, this program continued to establish volunteer committees to improve communities both socially and economically. Rural Development Corporations were created empowering rural communities to develop a strategy for their region of the province.

Extension Service and Lands Branch were added to enhance the delivery of agricultural and resource management services, and to bring those services right to the farm gate. Agriculture, Development and Diversification Boards were encouraged to participate in decision making, and a network of Rural Service Centres was built to further enhance the rural information infrastructure.

A strategic plan was shaped to give form to the past and to provide a blueprint for the future. This year's annual report is organized on the department's five strategic success areas. Our accomplishments over the past ten years have been gratifying and it is our intention to continue to "Build Together for a Strong and Prosperous Rural Community" through dedication and cooperative effort.

Bill Reader
Deputy Minister

Mission and Principles

Mission

Building Together for a Strong and Prosperous Rural Community

Principles

We Believe In:

- encouraging sustainable economic development, both industrial and agricultural, in every community
- encouraging local autonomy, strong local government and economic growth through local initiative and leadership
- assisting municipalities in developing and maintaining transportation systems
- providing quality, responsible and effective service and information
- promoting the research, development and adoption of improved technology and practices
- developing natural resources through a responsible balance between level of utilization and conservation
- encouraging cooperation, coordination and communication within public and private sectors
- enhancing our province's human resources by providing information, developing skills, and delivering programs

The Legislation

Agricultural Development and Adjustment Act - A-9

Agricultural Societies Act - A-15

Controverted Municipal Elections Act - C-33
(jointly with Community Services)

Critical Wildlife Habitat Protection Act - C-47.1
(jointly with Parks and Renewable Resources)

Department of Rural Development Act, 1983 - D-22.2

Grain Charges Limitation Act - G-6

Horticultural Societies Act - H-8

Land Bank Repeal and Temporary Provisions Act - L-2.1

Line Fence Act - L-17
(jointly with Agriculture and Food)

Municipal Expropriation Act - M-27
(jointly with Community Services)

Municipality Improvements Assistance (Saskatchewan) Act - M-30
(jointly with Community Services)

Municipal Reference Act - M-32.01
(jointly with Community Services)

Municipal Revenue Sharing Act - M-32.1
(jointly with Community Services)

Municipal Tax Sharing (Potash) Act - M-34

Planning and Development Act, 1983 - P-13.1
(jointly with Community Services)

Provincial Lands Act - P-31
(jointly with Parks and Renewable Resources)

Rural Development Act - R-23.1

Rural Municipal Administrators Act, 1983 - R-25

Rural Municipality Act, 1989 - R-26.1

Sale or Lease of Certain Lands Act - S-2
(jointly with Parks and Renewable Resources)

Saskatchewan 4-H Foundation Act - S-18

Stray Animals Act - S-60

Subdivisions Act - S-62

Tax Enforcement Act - T-2
(jointly with Community Services)

Time Act - T-14
(jointly with Community Services)

Decade at a Glance

1980

The Department of Rural Affairs Act, 1980 is passed.

The Departments of Rural Affairs and Urban Affairs are created.

1981

A significant increase in Primary Grid oil surfacing was completed due to the formation of Maintenance Areas and the pooling of rural municipal financial resources.

A Primary Grid road numbering system is developed to identify 8,000 kilometers of high volume municipal roads with a route number.

1982

The Traffic Safety Program is expanded with funding for more traffic safety counter-measures.

Saskatchewan's last wood scow at the Fenton Ferry crossing is replaced by a new steel scow.

1983

The new Planning and Development Act, 1983 is passed enabling R.M. Councils to adopt planning and zoning bylaws and development proposals.

The Department of Rural Development is created.

1984

Under the provincial revenue sharing program, Saskatchewan Rural Development distributes over $47 million for specific projects and locally determined programs.

1985

The Task Force on Rural Development presents its report -- "Strategy for the Development of Rural Saskatchewan."

The Heavy Haul and High Volume road program is introduced.

1986

The Rural Development Corporation Program is introduced.

The opening of the Meridian Bridge replaces Lloydminster Ferry operations.

The designated road regravelling program is introduced.

The Minister's Committee on rural Law Reform submits its report.

1987

Poplar Hills becomes the first Rural Development Corporation.

Road Rationalization, a process of review of roads eligible for provincial assistance, results in changes to the designated road network.

A grant is provided to partially fund the private operation of a ferry on the South Saskatchewan River near Fenton.

1988

Saskatchewan's first Rural Service Centre opens in Leader.

Extension Service and Lands Branch are brought into Rural Development.

1989

A new Department mission statement is developed - "Building together for a strong and prosperous rural community."

C.O.R.A. (Catalogue of Opportunities for Rural Areas) a computer system to provide information on processing and manufacturing opportunities is developed.

Agriculture, Development and Diversification (ADD) Boards are incorporated.

The first edition of Rural Developments is published.

The Municipal Economic Development Capital Grant Program is announced.

By the end of 1989 Saskatchewan has 17 Rural Service Centres and 16 Rural Development Corporations.

1990

All ADD Boards participate in the $54 million Canada/Saskatchewan Agreement on Soil Conservation.

The three year New Pasture and Grazing Technologies Project ends with release of publications - "Managing Saskatchewan Rangeland" and "Project Summary."

Fourteen Rural Development Corporations are established bringing the provincial total to 30.

There are 44 Rural Service Centres officially open by the year's end.

The Organization

Saskatchewan Rural Development organized into four divisions during 1990-91. They are:

1) Transportation Services
2) Administration, Revenue and Municipal Services
3) Resource Management Services
4) Extension Service

Communication Service provides information, marketing and public relations support to each of the divisions.

1) Transportation Services

Consists of Bridge, Road, Transportation Planning, Drafting and Ferry services. Responsibilities include road planning, policy development and technical and financial assistance to rural municipalities for the construction and maintenance of transportation infrastructure. Services are also provided to urban centres with connecting roads and Indian Reserves. Unconditional grants are administered by the division and mainly used for transportation improvements. During 1990-91 the division employed 87 person years.

2) Administration, Revenue and Municipal Services

Consists of Municipal Services, and Finance and Administration branches. Responsibilities include providing community planning and municipal advisory services to elected and appointed rural municipal officials, developers, and the general public. Internal support is provided to the department in accounting, fiscal management, purchasing, property management, office services, information systems, and strategic planning. During 1990-91 the division employed 41.5 person years.

3) Resource Management Services

Consists of Resource Management, Client Service, Crown Lands and Policy and Program Initiatives. Responsibilities include developing and renewing department programs, administrating approximately nine million acres of Crown land, and providing support service to the Rural Service Network. The division also ilaises with other agencies on matters with potential impact to Crown Lands activities and policies. During 1990-91 the division employed 197 person years.

4) Extension Service

Consists of Extension and Community Development services. Responsibilities include the delivery of improved agriculture technologies, the establishment of information networks, and rural education workshops. The division is also responsible for providing technical and financial assistance to communities for social and economic development. During 1990-91 the division employed 111 person years.

The Department's vision of rural Saskatchewan is: "Rural Saskatchewan is diverse, energetic communities capable of satisfying the economic and social well-being of their residents."

To achieve this vision the Department is focused on five key objectives:

Economic Development through Diversification
Environmental Sustainability
Local Autonomy
Quality Client Services
Staff Resources

Economic Development through Diversification

Effective, sustainable economic development enhances the well-being of rural Saskatchewan. Increasing economic growth through diversification creates jobs, wealth and social benefits which contribute to strong and prosperous rural communities.

Advancing rural development through economic expansion and diversification is one of the Department's priorities.

Diversification Tools

Extension Agrologists provide knowledge, skills and resources to help producers and rural entrepreneurs develop their diversification ideas. District and regional conferences provide an opportunity for group and one-on-one consultations.

Information is shared on topics such as: Horticulture; Food Processing; Livestock; and, Crop Diversification through workshops, seminars and field days. Ideas in organic food production, game farming, tree farming and wild berry marketing have been explored. Products such as pea chips and jams and jellies from wild berries have been developed.

Agriculture, Development and Diversification (ADD) Boards were established to provide local coordination and input into the development of 43 ADD districts. Extension provided professional assistance to ADD Boards so they may develop sustainable, diversified agricultural operations.

Community Development staff work with economic development groups and entrepreneurs to develop skills and opportunities at the community level.

Programs like Rural Development Corporations (RDCs) and Community Economic Development Committees (CEDCs) bring together urban and rural municipalities and Indian bands to work at economic and social development. CEDCs and RDCs, have been instrumental in establishing Small Business Loans Associations and Community Bond Corporations in rural communities to provide funding for local economic expansion and diversification.

Funding may also be accessed through the Municipal Economic Development Capital Grant. Rural Municipal Councils are eligible to receive funding to purchase an equity position in privately owned, approved for-profit businesses to facilitate their establishment or expansion.

MUNICIPAL ECONOMIC DEVELOPMENT CAPITAL GRANT PROGRAM 1990-91

- **170 applications received**
- **over 52% of R.M.'s applied**
- **$12.5 million for 135 projects**
- **created 522 jobs**

Improved range management practices lead to more developed and diversified farms and ranches. Rangeland Agrologists develop range plans for community pastures, coordinate demonstration projects and provide expertise to the general public. Through new management techniques, pasture conditions are being improved, while increasing productivity and utilization.

During the year Saskatchewan Rural Development worked with the Saskatchewan Stock Growers Association Grazing Technology Project. Funded by the Agriculture Development Fund, the project provides range management extension service.

Resource Management

In response to economic difficulties facing producers, the **Rent-to-Own** program was introduced for lessees of Crown land. The purchase program provides a 20-year interest free payment term and an annual fee equal to one year's rent.

In parts of the province where interest in purchasing land is low, vacant land is available for long-term leasing to local producers.

Adjustments were made to the scoring system used in the provincial land lease allocation policy. The assessed value of the land being applied for is now included in the resource base calculation. Younger farmers with smaller resource bases have increased opportunities at securing viable operations.

Restrictions on exchanges of leased land between lessees have been removed to allow lessees to consolidate their holdings. This encourages economic expansion into one area of production, cultivation or grazing, or diversification into other areas.

Transportation Infrastructure

Saskatchewan currently exports 80% of its agricultural production. Transporting goods and services challenges rural economic development because of long distances to ports and markets. An efficient transportation network can reduce transportation costs and enhance our competitive position in domestic and international markets. The maintenance and improvement of rural roads is also needed to attract new business to rural Saskatchewan.

Saskatchewan Rural Development provides technical and financial assistance to municipalities to maintain the municipal road system. Bridges, large culverts and low-level ford crossings on municipal roads are necessary. Bridge Services assist rural municipalities maintain and improve these structures by providing inspections, engineering design, load limit recommendations and arrangements for repair or construction. Financial assistance is provided at rates from 20% to 100%.

Rural municipalities are being advised to use corrugated steel culverts in lieu of bridges. The economic advantages and the availability of helical corrugated steel culverts continues to make this a cost effective construction method.

In 1990-91 assistance totalling $2,380,000 was provided for work on 3,500 structures within the municipal system.

Provincial ferry operations are another vital link in the province's transportation network. Under supervision of Saskatchewan Rural Development 13 ferries forded the South Saskatchewan, North Saskatchewan and Saskatchewan rivers during the year under review.

Providing attractive and easy to read signs is important to satisfying the travelling public and facilitating economic development through tourism. The department participated on a interdepartmental steering committee to evaluate existing provincial tourism sign programs and policies. A new tourism signing concept for the province has been recommended.

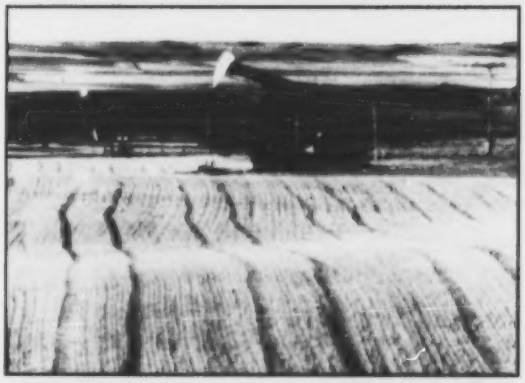
Planned Development

Sustainable development in any jurisdiction requires planning. To ensure consistent and productive growth, Municipal Services, Community Planning unit assists municipal officials with their planning.

The Planning and Development Act, 1983, the Subdivision Regulations and the Dedicated Lands Regulations provide legislation enabling R.M. councils to adopt planning and zoning bylaws and manage development proposals at the local level.

During 1990-91 fiscal year, planning bylaw progress was as follows:

- **8 new Municipal Development Plans**
- **3 new Zoning Bylaws**
- **61 Zoning Bylaw amendments**
- **3 Interim Development Control Bylaws**



Environmental Sustainability

Maintaining a safe, healthy environment is another priority of Saskatchewan Rural Development. The Department is committed to protecting the environment through education, cooperation and partnerships with other agencies.

Wise resource management, comprehensive land-use policy and conservation education are important components of the strategy for environmental sustainability. During the year under review, the department participated in several environmental initiatives.

Great Sand Hills Land Use Strategy

This region and its vast sand dunes form a fragile ecosystem containing many endangered or unique species of wildlife and prairie flora and fauna. Protecting the fragile landscape of the Great Sand Hills while exploring its economic potential is an interesting challenge. Competing for land use are oil and gas development, grazing and recreation projects.

The Planning and Development Act, 1983 administered by the department, allows rural municipalities to manage land use, development, municipal servicing and environmental issues, within their areas. The committee recommended formation of a local planning committee with representation from three rural municipalities: Clinworth No.230, Pittville No.169 and Fox Valley No.171. The committee provides a strong voice to local interest in proposed development projects.

In 1990-91, department staff participated in a coordinated study of potential regional development. A committee was set up to examine the issue and balance the needs of all interested parties. Six public forums were held to discuss the issue and obtain feedback from the general public.

Reclamation of disturbed land is one aspect of the committee's report. Specific goals for reclamation are based on short-term, mid-term and long-term timeframes. The ultimate long-term goal involves restoring disturbed areas to their original state. Many standards including erosion, soil, revegetation and plant levels will be monitored.

Sustainable Agriculture

Extension Service, in a leadership role, is involved in promoting many interdepartmental initiatives for strong, economic, sustainable agriculture. During the past fiscal year, special focus was placed on education and technical advice for soil conservation, rangeland management, preserving wildlife habitat and other matters of environmental concern.

Save Our Soils (SOS) is designed to increase conservation awareness at the farm level. Interested producers may apply by contacting participating Agriculture, Development and Diversification (ADD) Boards.

Save Our Soils 1990-91

- **1200 miles of trees planted as shelterbelts**
- **500 miles of shelterbelt maintained**
- **174,500 acres used for on-farm conservation projects**
- **$2,604,700 Federal Government**
- **$1,594,415 Provincial Government**

Soils and Crop Agrologists provide technical support for Save Our Soils. The department promotes the program through Rural Service Centres and various written material.

Typical activities include on-farm demonstrations introducing soil conservation technology and wildlife habitat projects.

Saskatchewan producers account for approximately 45 percent of annual agricultural chemical usage in Western Canada. Saskatchewan Rural Development served a supporting role for the Agriculture Chemical Collection Program to provide safe removal and elimination of expired farm chemicals. Sponsored by Environment and Public Safety, the program reduces potential hazards to producers, wildlife, fish and the environment.

Rangeland management is another component of the Department's strategy for environmental sustainability. Rangeland Agrologists provide in-house management and technique training to the Land Agrologists. In turn, Land Agrologists help Crown Land lessees implement efficient soil conservation technologies.

Education is essential to promoting sustainable agriculture. Trained Department staff promote methods of soil conservation and effective farm management. Through education and training, Saskatchewan Rural Development is one of many agencies providing leadership in these areas.

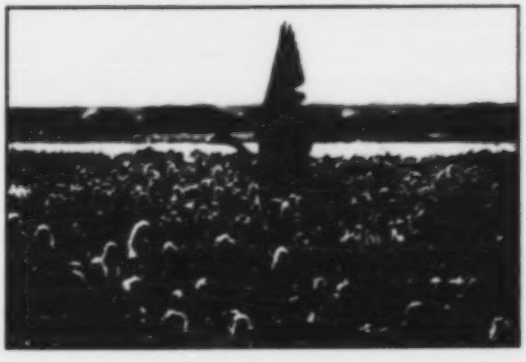
North American Waterfowl Management Plan

This international program combines the resources of many government and private organizations. Program goals are intended to protect and enhance Canadian waterfowl habitat. Regional objectives are based on the unique character, geographical advantages, special problems or positive contributions of each area.

In 1990 the Department was a member of the Saskatchewan Technical Committee along with Canadian Wildlife Service, Ducks Unlimited Canada, Prairie Farm Rehabilitation Administration, and Saskatchewan Parks and Renewable Resources. Together, these agencies are responsible for implementing Saskatchewan's portion of the North American Waterfowl Management Plan.

Many other projects were carried out during the 1990-91 fiscal year. These projects included securing the large Quill Lakes area for upland nesting and designing land use projects benefitting both wildlife and agriculture. Several regional initiatives were also performed to improve wetland areas.

The North American Waterfowl Management Plan provides local ADD Boards with financial support for on-farm demonstrations, education and conservation innovations.



Local Autonomy

Saskatchewan Rural Development promotes greater community input into decision making processes. Local officials and residents can best identify their needs; therefore, department initiatives are designed to encourage local autonomy and independent decision making.

Programs including Unconditional Revenue Sharing Grants, Agriculture, Development and Diversification (ADD) Boards, Community Economic Development Committees (CEDCs), Rural Development Corporations (RDCs) and Municipal Economic Development Capital Grants are ongoing initiatives.

Rural Development Corporations - 1990-91:

- **$700,000 spent on RDCs**
- **11 created during fiscal year under review**
- **total of 31 operating RDCs for 1990-91**
- **90 R.M.'s involved**
- **over 219 municipalities participated**
- **160,000 people are involved in RDCs**

Unconditional revenue sharing grants totalling $17.3 million supplement the rural tax base and help rural municipalities focus on local priorities.

ADD Boards promote new opportunities at the local level. Each Board is made up of an elected official from participating rural municipalities and members at large from the community. The ADD Board structure achieves many important goals. Through this system, rural residents can participate in policy making and delivery of improved services and programs. ADD Boards are made aware of and given access to available government programs.

The RDC Program is designed to help rural municipalities create long-term development strategies. Rural municipalities are eligible, through the program, to receive funding over five years. An area opportunity survey is completed to identify the area's development strengths. Based on this information, Rural Development Corporations can help facilitate funding for new businesses.

Community Development Officers serve as consultants for RDCs, CEDCs, ADD Boards and other local groups. Their involvement ranges from, conducting area opportunity surveys and preparing 5-year economic development strategies, to promotion and marketing of local projects. Another major component of their work is assisting with fund raising efforts.

Funding assistance is available for local development through programs including the Saskatchewan Rural Development, Municipal Economic Development Capital Grant. As well, other government programs like Community Bonds and Small Business Loans Associations are available to assist local endeavors and further encourage local autonomy.

The autonomy of the rural local government structure is strengthened and supported through seminars, workshops, bulletins, telephone consultations and on site visits. Council and administration staff from over ninety percent of the rural municipalities participated in Municipal Services' seminars and workshops. Topics included new legislation, elections, road programs, land use zoning and planning, subdivision of land and hamlet organization.

Quality Client Services

A nation, province or community is successful, first and foremost, because of its people--the skills, knowledge, and attitude they have and their willingness to accept change as a way of life. Saskatchewan residents face many social and economic pressures that are affecting their way of life. Access to information, knowledge and service helps people obtain the skills to adjust to change and a more competitive work environment.

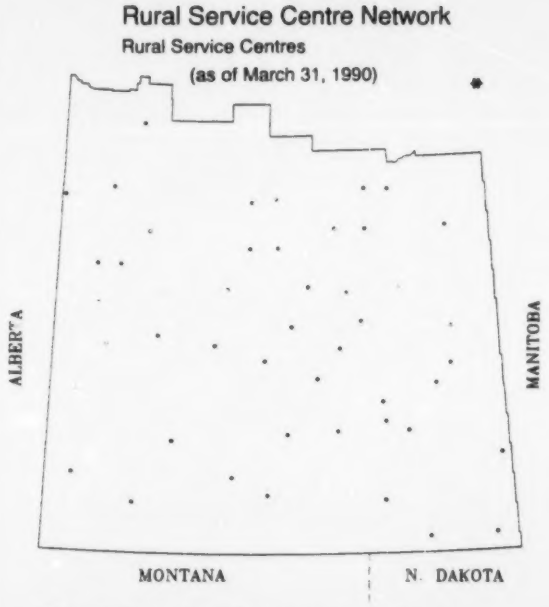
From building roads to planning on-farm demonstrations, Saskatchewan Rural Development provides quality client services to help rural people manage change.

The Rural Service Network

The Rural Service Network is the amalgamation of rural and agricultural programs and services for delivery through a network of Rural Service Centres. Direct service to clients through Rural Service Centres is offered by the following partnership agencies:

- *Saskatchewan Rural Development*
- *Saskatchewan Crop Insurance Corporation*
- *The Agricultural Credit Corporation*
- *Saskatchewan Agriculture and Food*
- *Saskatchewan 4-H*
- *Saskatchewan Indian Agriculture Program*

Information available at each Rural Service Centre ranges from fact sheets on specialty crops to computer print-outs of rural business opportunities. A variety of video tapes is also available.



Client Service Representatives

Client Service Representatives are responsible for support services in Rural Service Centres. In order to enhance service and increase accessibility to information the role of the Client Service Representative has expanded to include more program delivery, public relations and customer service.

Professional Services

Extension Agrologists are key to the information network and each have different areas of agriculture and marketing expertise to share with rural people.

Agrologists consult with client stakeholders, partner agencies such as the University of Saskatchewan, Agriculture Canada and industry to ensure they are equipped to address the future needs of rural Saskatchewan.

Extension Service placed emphasis on informing rural residents about initiatives such as the Goods and Services Tax, Community Bonds, the Gross Revenue Insurance Plan and the Net Income Stabilization Assistance program.

Other areas of emphasis included crops and livestock production, farm management, and product and commodity marketing. Marketing, management and planning workshops were delivered, and Extension's involvement with research, crops, forage and livestock groups produced further opportunities to add to a substantial and expanded knowledge base.

Land Agrologists and Rangeland Agrologists work to improve the condition of rangeland while maximizing its productivity and utilization. Advise is given on fencing, water and mineral sites, rejuvenation, forage varieties, grazing patterns, rotation timing, stocking rates, brush control and other matters relating to range management. Plans are developed for provincial community pastures grazing co-operatives and individual lessees. Many of these plans are implemented as demonstration projects for the general public.

Fifty-four provincial community cattle pastures provide a supplementary grazing source for 2,488 farmers and ranchers. Pasture management, capital improvements, and a breeding program are provided on a fee for service basis. In addition, two community sheep pastures provide service to 84 patrons.

Information Technology

Each Rural Service Centre is equipped with fax machines and computers. Systems Services manages the delivery of computer technology and associated support services to the department. This includes service in technology planning, hardware and software acquisition, user support, contract management, and hardware maintenance agreements.

During 1990-91, the Rural Information Network Gateway (RING) was installed to provide electronic mail and access to mainframe database services at each Rural Service Centre.

Transportation Service

Transportation service includes road planning for 298 rural municipalities, 277 urban municipalities with urban connectors and 61 Indian Reserves. Research into transportation issues of concern to rural residents is used to formulate policies and programs that meet the needs of rural areas.

Municipal Road Programs

- Designated roads involve a 53,650 kilometer system of inter-connecting all-weather roads.

- Primary Grid roads consist of 8,600 kilometers of the most heavily travelled rural roads. Approximately 3,000 kilometers are eligible for assistance with oil surfacing.

- The Grid road system is a secondary system of inter-municipal routes involving 12,850 kilometers.

- The Main Farm Access system involves development of 29,700 kilometers of all-weather roads to as many farm sites as possible. Approximately 25,750 kilometers are now constructed to standard.

- Special roads, consisting of former Regional Park, Oil and Industrial Access and Indian Reserve Access Roads, involve another 2,500 kilometers of roads eligible for construction and reconstruction assistance.

- The Heavy-Haul and High Volume Road Program was introduced to service industries and very high volume roads in rural municipalities.

Through studies and technical advice on effective ways to deliver transportation services to rural residents, Transportation Services continues to help rural municipal administrations manage economic pressures on the rural road systems.

During the year under review, Rural Development worked with Highways and Transportation to evaluate options to minimize the road impact due to branch line abandonment and elevator consolidation.

Rail line abandonment is one pressure on the rural road infrastructure. A short line railway was a viable option on at least two rail lines proposed for abandonment. It also may be the most economic option on remaining rail lines. Short line railways have the potential to reduce transportation costs by eliminating expensive road upgrading and reducing haul distance.

Saskatchewan Rural Development also administers the Abandoned Railways Rights-of-Way Disposition Program. The program is responsible for the disposition of abandoned railway rights-of-way transferred to the province. Working with local advisory committees appropriate disposition is determined.

During the year under review, 48 committees successfully concluded their disposition duties.

To assist with delivery of quality transportation services, several new technologies were introduced in 1990-91.

- A computerized transportation data-base for road approvals and statistics.

- The Traffic Accident Information System enabling engineers to monitor and analyze municipal road traffic accidents and correct roadway deficiencies.

- The Geographic Information System GIS a graphic display system for use in data management and preparation of computerized maps.

Since it was introduced in 1982 almost every Rural municipality has participated in the expanded Traffic Safety Program. The program provides for improved signage, clearing of sight triangle, centreline striping and intersection improvements. The number of traffic accidents and fatalities have decreased from the previous year.

Municipal Support

Municipal Services consists of Advisory Services and Community Planning. During the year under review, Municipal Advisory Services provided consultant and review services to elected and appointed rural municipal officials in all aspects of municipal law, administration and accounting.

Rural municipal administrative operations are monitored to evaluate financial strength, identify statutory and administrative deficiencies, and determine where assistance is required to ensure financing of municipal programs.

At the request of the Rural Municipalities of Mervin No. 499 and Greenfield No. 529, Saskatchewan Rural Development facilitated their amalgamation. This enables the new municipality of Mervin No.499. to improve its financial viability and strengthen its ability to develop.

Community Planning assists the province's 298 rural municipalities and 17 advisory district planning commissions with their responsibilities in the development and use of land. Staff bring together interests of many individuals, groups and agencies. These may be public, private, municipal and provincial.

Projects Assisted

- **17 advisory district planning commissions**
- **6 District Development Plans**
- **25 District Zoning Bylaws**
- **23 Basic Planning Statements**
- **31 R.M. Development Plans**
- **143 Zoning Bylaws**
- **13 R.M.s Interim Development Control Bylaws**
- **169 R.M. councils provided with planning assistance**

Staff Resources

The Human Resources Branch amalgamated, during the 1990-91 fiscal year, with its counterpart in Saskatchewan Agriculture and Food. The resulting structure provides support services for both agencies in the areas of staffing, classification, staff relations, staff development, training, human resource planning and payroll administration. The branch also provides policy direction and guidance for personnel administration and management.

Human Resources provides orientation for new staff members. This includes a video presentation on the Government of Saskatchewan, information on employee benefits and a booklet on Saskatchewan Rural Development.

During the year, the branch coordinated permanent competitions and recruitment for available positions. This included hiring casual, temporary and labour service staff to meet program needs. Activities included introduction of a new classification plan and administration of department interests for the collective bargaining agreement and staff relations.

Staff Development

Ongoing training and development is needed to ensure employees have the knowledge, skills and commitment to reach Department goals. Human Resources introduced in-house training to promote Coaching For Results, Serving People First and Clear Language Programs to better serve our client group. Staff development also included coordinating staff enrolment in Public Service Commission and other training courses. Numerous secondments took place during the year under review.

Secondments provide opportunities for employees to gain experience in areas outside their home positions. These arrangements allow individuals to try new responsibilities for up to one year.

Employment Fairness

This program encourages advancement opportunities and employment for women in management and non-traditional positions. It also works to ensure equitable hiring for persons of native ancestry and persons with disabilities.

During 1990-91 the Employment Fairness Committee reorganized to keep pace with changes within the department. Management support of Employment Fairness initiatives has raised the profile of the program within the department.

Employment Fairness issues were profiled in editions of the Scene and Heard and Rural Developments.

1990-91 Staffing Activities

- **reviewed 47 requests for classification actions**
- **implemented a new in-scope job classification plan**
- **coordinated the enrolment of 105 employees in 148 PSC training sessions and 64 other courses**
- **processed 600 payroll transactions per month**

Statistics

Revenues

Consolidated Fund Revenues and Cash Receipts	Actual 1990-91	Actual 1989-90
Agreement administration fees (Assignment of Lease, Transfer of Title, Abandoned Railways, Lease Issuance, Reinstatements, etc.) (Consolidated Fund)	$ 72,196.29	$ 57,982.50
Sale of Hay	7,000.00	489.87
Equipment Sales	2,154.10	1,508.00
Sale of Computer Printouts & Comparable Sales Data	0	0
Sale of Livestock	278,495.62	260,003.46
Community Pasture Fees & Forfeits	5,074,507.19	4,501,755.93
Pasture Managers' House Rent Payments	58,198.61	60,537.26
Casual Revenue-Restoration Deposits & Revenue not otherwise not classified	133,572.57	23,905.84
Refunds of Previous Year's Expenditures	0	3,911.09
Examination Fees-Community Planning & Board of Examiners	192,785.00	182,375.00
Ferry Operators House & Land Rent	150.00	452.00
Sale of Maps, Community Profiles & Publications	7,834.38	5,916.39
Special Engineering Services	279,142.01	279,487.50
Payments for personal mileage on CVA vehicles	0	13,432.94
Gain on conversion of payments made in Foreign currencies	4.73	0
4-H Program - cost sharing payment from the Federal Government	0	52,929.00
Saskatchewan Indian Agricultural Program - cost sharing payments from Federal Government	135,951.25	176,972.33
Bridges & Roads on Indian Reserves - cost sharing payments from Federal Government	0	11,628.27
Refunds of previous year's expenditures	3,564.46	5,343.54
Payroll reimbursement - Refundable advances	0	0
Total Consolidated Fund Revenues	**$ 6,245,556.21**	**$ 5,638,630.92**

Heritage Fund Revenues

Gain on sale of Heritage Fund land	$ 811,069.22	$ 2,121,270.84
Prinicipal payments of all non Heritage Fund land sales	2,127,374.91	2,842,536.81
Land rent and penalty for non Heritage Fund land leases	11,483,354.48	11,563,735.00
Interest on non Heritage Fund land sales	1,028,450.01	1,054,147.71
Interest on Heritage Fund land sales	314,940.08	290,863.50
Refunds of previous years expenditures on Heritage Fund land	0	1,925.70
Total of Heritage Fund Revenues received	**$ 15,765,188.70**	**$ 17,874,479.56**
Combined Total of all Revenues received Consolidated Revenues and Heritage Fund revenues	**$ 22,010,744.91**	**$ 23,513,110.48**

The following Cash Receipts are applied to Balance Sheet Accounts but are not recognized as Revenue.

	1990-91	1989-90
Principal Payments on Promissory Notes and Improvement Purchase Agreements associated with Heritage Fund Lands	$ 273,626.59	$ 303,604.48
Principal Payments on Heritage Fund Lands sold via Tender, Cash, or Catalogue Sales	1,308,055.23	2,840,064.95
Principal Payments on Heritage Fund Lands sold by time sale or rent to own agreements. Principal payments are applied as reductions to long term receivables for time sale or rent-to-own agreements	179,375.61	244,603.48
Total Cash Receipt Credit to Balance Sheet Account	**$ 1,761,057.43**	**$ 3,388,272.91**

Cash receipts transferred to Heritage Fund - The Heritage Fund applies these cash receipts to interest expenses incurred under loan agreements which were executed to finance the purchase of Heritage Fund lands. Not all of the following cash receipts are recognized as revenue.

Rent on Heritage Fund Land	$ 5,580,565.94	$ 7,597,097.95
Interest on Notes & Improvements associated with Heritage Fund Land	318,811.85	484,260.94
Penalty on Rent Arrears Associated with Heritage Fund Land	321,569.35	566,067.03
Petroleum & Gas Lease Rent for wells & access roads on Heritage Fund Land	283,167.55	293,961.80
Total Cash Receipts transferred to Heritage Fund (Non Revenue Items)	**$ 6,504,114.69**	**$ 8,941,387.72**
Combined Total of all Cash Receipts (Non Revenue Items)	**$ 8,265,172.12**	**$ 12,329,660.63**
Grand Total of All Revenues (Consolidated Funds, Heritage Fund and all Cash Receipts)	**$ 30,275,917.03**	**$ 35,842,771.11**

Staff Resources

Permanent Establishment (March 31, 1991)

	Regina	Regional	Total
Executive and General Administration	16	0	16
Municipal Finance and Advisory Services	6	2	8
Transportation Planning	3	0	3
Road Services	4	34	38
Bridge Services	6	0	6
Drafting Services	4	0	4
Community Planning and Development	11	20	31
Extension Service	6	86	92
Lands Branch	47	44	91
Rural Service	5	62	67
Rural Information Service	6	0	6
Total	**114**	**248**	**362**

Expenditures

Vote 43

Program Services	1990-91		1989-90	
Administration	$1,033,451		$1,121,805	
Ferry Services	1,201,046		1,184,147	
Transportation Planning	229,070		236,034	
Municipal Planning and Advisory Services	400,762		397,500	
Community Planning	718,213		766,393	
Road Services	1,928,683		1,895,251	
Bridge Services	278,236		273,456	
Drafting Services	175,908		171,100	
Rural Community Development	992,828		661,166	
Saskatchewan Property Management Corporation	2,715,300		2,785,759	
Members of the Executive Council	36,610		40,825	
Extension Service	4,786,684		5,011,041	
Lands Branch	8,753,010		8,674,458	
Rural Service Centres	3,136,946		4,629,369	
Rural Information Services	1,323,971		n/a	
Sub Total	**$27,710,718**	**36%**	**$27,848,304**	**36%**
Grants	**1990-91**		**1989-90**	
Rural Revenue Sharing *	$47,717,786		$46,919,096	
Indian Reserve Roads	114,714		14,954	
Other Rural Organizations	33,500		27,950	
Assist General Agricultural Purposes	882,705		443,290	
4-H Program	271,000		271,000	
In Lieu of Taxes Crown Lands	965,684		958,970	
Sub Total	**$49,985,389**	**64%**	**$48,635,260**	**64%**
Total Vote 43	**$77,696,107**	**100%**	**$76,483,564**	**100%**

* Rural Revenue Sharing consists of Conditional and Unconditional grants to rural municipalities.

Capital Expenditures

	1990-91	1989-90
Vote 51		
Grants - Crown Lessees Share of Lease	$ 832,284	$ 632,375
Vote 61		
Agricultural Land for Resale	$ 53,544	$ 187,732
Vote 66		
Community Economic Development Committees		
Rural Development Corporations	$ 962,104	$ 558,253
Municipal Economic Development Capital Grant	2,500,000	204,065
Total	**$ 3,462,104**	**$ 762,318**
Vote 67		
Community Pasture Development	$ 477,860	$ 498,559

Conditional Grants

Conditional grants for rural municipalities were used for:

Special Roads	$ 1,351,936
Primary Grid	6,731,172
Main Farm Access Roads	5,571,109
Bridges	2,381,185
Maintenance	4,854,260
Traffic Safety	99,056
Traffic Counts	154,665
Timber Haul Maintenance	69,549
Fire	203,464
Recreation	189,866
Legal Surveys	8,979
Regravel	3,695,084
Grid	3,132,427
Heavy Haul	1,745,071
Road Inventories	41,412
Signs	182,845
Sub Total	**$30,412,080**

Unconditional Grants

Basic	$ 2,843,609
Equalization	13,635,820
Organized Hamlet	826,277
Sub Total	**$ 17,305,706**

Total Conditional and Unconditional Grants $ 47,717,786

Sale of Provincial Land

Type of Sale

	Number of Sales	Acres Sold	Sale Price
Cash Sales to Lessees	38	6,089	$ 521,501
* Times Sales	20	3,200	533,997
Tender Sales	146	29,265	3,010,777
Total	**204**	**38,554**	**$ 4,066,275**

* Sales are not concluded and titles transferred until all instalments are paid

Comparison of Land Sales

	Acres 1990-91	Acres 1989-90	1990-91	1989-90
Tender Sales	6,089	32,579	$521,501	$4,217,237
Cash Sales	3,200	36,514	533,997	1,680,139
Time Sales	29,265	20,837	3,010,777	2,568,604
Total	**38,554**	**89,930**	**$4,066,275**	**$8,465,980**

Land Leasing

Type of Lease	Number of Leases	Millions of Acres
Cultivated Leases	3,514	1.11
Grazing Leases	6,202	5.08
Hay Leases	463	6.26
Total	**10,179**	**6.26**

Community Pastures

	1990-91	1989-90
Cattle pastures	54	54
Patrons	2,488	2,467
Adult Cattle	74,497	73,488
Calves	49,992	48,011
Sheep Pastures	2	2
Patrons	84	73
Ewes	5,270	4,658
Lambs	3,701	3,691

1990-91 Grant Structure for Designated Roads

Type of Road	Construction and Reconstruction	Surfacing	Maintenance	Regravel
Primary Grid Surfaced	Basic Road Percentage plus 30% for construction to full standards. Basic Road Percentage for partial construction.	Same as for construction.	-Subgrade and right of way maintenance same as for Primary Grid Gravel. -50% of costs for oil surfaces.	50% of costs for a maximum of 48m³/km
Primary Grid Gravel	Basic Road Percentage plus 25% for construction to full standards. Basic Road Percentage for partial construction.	Not eligible.	$90 to $180/km based on traffic volumes for subgrade and right of way maintenance.	Same as for Primary Grid Surfaced.
Grid	Basic Road Percentage plus 15%.	Not eligible.	Same as for Primary Grid Gravel.	Same as for Primary Grid Surfaced.
Special	Basic Road Percentage plus 25%.	Same as for construction where eligible.	Same as for Primary Grid Surfaced.	Same as for Primary Grid Surfaced.
Main Farm Access	Basic Road Percentage.	Not eligible.	$60/km for subgrade and right of way.	Same as for Primary Grid Surfaced.
Heavy Haul-High Volume	Basic Road Percentage plus 30% on incremental costs.	Same as for construction.	Same as for Primary Grid Surfaced.	Same as for Primary Grid Surfaced.
Towns and Villages	70% for all road classes.	Same as for construction where eligible.	Same as for Primary Grid Surfaced.	Same as for Primary Grid Surfaced.
Roads on Indian Reserves	100% of costs on all road classes. Province reimbursed 80% by Canada.	Same as for construction where eligible.	-$60 or $70/km based on traffic volumes for subgrade and right of way. -Main Farm Access roads not eligible.	Same as for construction to maximum 140m³/km.
Bridges				
a. Over 30.5m in length.	100%	N/A	100%	N/A
b. 6m to 24.4m in length on designated roads.	Higher of Basic Bridge Percentage or designated road percentage.	N/A	Same as for construction with $200 deductible.	N/A
c. 6m to 24.4m in length on municipal roads.	Basic Bridge Percentage.	N/A	Same as for construction with $200 deductible.	N/A
d. 24.5m to 30.5m in length.	Eligible for extra assistance based on length.	N/A	Eligible for same rate as construction with $200 deductible.	N/A

Notes:

1. Basic Road Percentage varies from 40% to 60% for individual rural municipalities.
2. Basic Bridge Percentage varies from 20% to 80% for individual rural municipalities, based on the number of bridge units and assessment.

Designated Road Construction

Construction

Programs	Equivalent Constructed to March 31, 1991 # R.M.s	Equiv. Kms#	Equivalent Constructed in 1990-91 R.M.s	Equiv. Kms	Estimated Kms. Remaining to Construct to March 31, 1991
Primary Grid Surfaced	155	1,887.8	29	123.9	1,200.0
Primary Grid Gravel	224	2,783.9	56	263.3	2,767.4
Special	134	2,136.9	16	51.6	367.8
Grid	288	12,554.5	76	13.6	232.2
Main Farm Access	297	25,613.3	89	227.7	3,801.1
SUBTOTAL		**44,976.4**	**680.1**	**8,368.5**	
Primary Grid Surfaced/ Indian Reserve	8	27.8	0	0.0	20.0
Primary Grid Gravel/ Indian Reserve	9	17.4		0	0.035.7
Special/Indian Reserve	1	1.1	0	0.0	3.2
Grid/Indian Reserve	36	296.4	0	0.0	60.5
Main Farm Access/ Indian Reserve	26	135.8	1	5.0	186.2
SUBTOTAL		**477.4**		**5.0**	**305.6**
TOTAL		**45,453.8**		**685.1**	**8,674.1**

Reconstruction

All Programs		3,445.6		519.7	N/A

Oil Surfacing

Primary Grid Surfaced	77	1,158.6	11	53.1	1,929.2
Primary Grid Gravel	7	24.1	0	0.0	N/A
Special	53	195.1	6	15.6	204.5
Grid	15	74.3	0	0.0	N/A
Main Farm Access	9	82.0	0	0.0	N/A
TOTAL		**1,534.1**		**68.7**	**2,133.7**

Heavy Haul - High Volume

Construction	34	287.4	12	46.1	778.2
Surfacing	20	124.7	4	25.4	940.9

Accident Trends

Rural Municipal Roads - 1990

Severity of Accidents by Month

Month	Number of Cases				Number of Victims						
	Property Damage	Personal Injury	Fatal	Total	Injured	Killed	Single Vehicle Accidents	Motor-cycle Accidents	Bicycle Accidents	Pedestrian Accidents	Estimated Damage
Unknown	1	1	0	2	2	0	2	0	0	0	$ 10,500
January	280	52	1	333	66	1	300	0	0	0	880,762
February	177	43	2	222	68	2	200	0	0	0	540,034
March	139	28	2	169	40	2	149	0	0	1	497,802
April	127	42	1	170	78	1	151	2	0	0	659,718
May	222	82	3	307	129	3	280	4	0	2	962,976
June	339	83	4	426	129	4	376	5	0	0	1,174,843
July	309	79	6	394	124	7	349	8	0	1	1,571,293
August	320	77	4	401	114	4	342	5	0	0	1,232,220
September	348	89	4	441	149	5	404	2	0	0	1,324,451
October	390	82	9	481	113	9	437	1	0	0	1,273,669
November	393	48	2	443	69	2	396	0	0	0	1,342,857
December	237	33	1	271	52	2	233	0	1	0	804,966
Total	**3,282**	**739**	**39**	**4,060**	**1,133**	**42**	**3,619**	**27**	**1**	**4**	**$12,276,091**

Ferry Traffic 1990

Ferry Name	Average Daily Traffic ADT	Number of Cars	Number of 1/2 Ton Trucks	Number of Trucks	Number of Buses	Number of Tractors	Number of self Propelled Machinery	Total Number of Vehicles
Hague	62.6	4,320	5,660	743	1	281	573	11,578
Clarboro	172.0	15,320	15,089	1,147	0	203	58	31,817
St. Laurent	103.2	12,186	7,831	520	617	44	52	21,250
Wingard	52.1	3,177	4,211	622	51	209	125	8,395
Paynton	144.1	7,161	8,402	8,248	17	98	140	24,066
Riverhurst	145.66	18,937	12,886	1,679	170	84	36	23,792
Lancer	30.1	1,801	3,621	379	10	49	2	5,862
Cecil	66.6	3,435	6,919	1,296	1	326	80	12,058
Lemsford	74.7	6,149	8,046	496	41	78	63	14,873
Estuary	46.3	1,775	4,353	630	4	309	104	7,175
Weldon	150.7	12,166	14,225	2,301	6	874	109	29,681
Cumberland House	98.4	7,663	11,472	921	23	57	137	20,273
Fenton	18.2	1,227	1,849	140	8	75	20	3,319
Total		**95,317**	**104,564**	**20,122**	**950**	**2,687**	**1,499**	**225,139**

Municipal Finance – Financial Statistics (in dollars) Rural Municipalities of Saskatchewan

General revenues and expenditures increased in 1990. The total combined revenues of all rural municipalities for the year 1990 exceeded the combined expenditures by $6,131,049. Surplus on 1990 operations amounted to $6,131,049.

Statement of Revenue

	1990	1989	1988
Taxes	$ 103,016,235	$ 102,223,594	$ 100,227,357
Grants-in-lieu of taxes	1,660,287	1,611,810	1,698,426
Services to other Governments	943,475	1,165,820	1,310,726
Sales of Service	3,105,772	2,647,031	3,083,996
Other Revenue from own sources	13,870,332	12,311,739	9,590,529
Unconditional Grants	17,348,692	17,326,477	17,361,927
Conditional Grants	32,148,466	34,734,727	36,719,122
Other Transactions	9,144,443	6,803,029	5,323,027
Total	**$ 181,237,702**	**$ 178,824,227**	**$ 175,315,110**

Statement of Expenditures

	1990	1989	1988
General Government Services	$ 23,344,744	$ 21,645,621	$ 20,721,449
Protective Services	2,811,985	2,519,962	2,514,438
Transportation Services	107,633,923	109,092,854	105,219,000
Environmental Health Services	1,251,757	1,416,103	1,449,634
Health and Welfare Services	1,142,661	839,290	1,055,809
Environmental Development Services	1,953,542	1,446,599	1,402,044
Recreational and Cultural Services	3,250,383	3,581,260	3,143,805
Fiscal Services	33,717,658	30,899,530	30,175,308
Total	**$ 175,106,653**	**$ 171,441,219**	**$ 165,681,487**
Net Surplus for the year	$ 6,131,049	$ 7,383,008	$ 9,633,623

Consolidated Balance Sheet (in dollars)

Rural Municipalities of Saskatchewan

Assets	1990	1989	1988
Cash	$ 74,787,657	$ 70,189,252	$ 63,084,144
Receivable	72,639,205	70,781,993	69,511,984
Investments	11,421,626	9,998,404	7,014,439
Loans and advances	647,137	272,056	291,020
Tangible assets	217,049,162	202,758,365	191,346,303
Other assets	7,702,309	7,782,203	7,567,037
Fund deficit	23	83,916	18,414
Total	**$ 384,247,119**	**$ 361,866,189**	**$ 338,833,341**

Liabilities and Surplus

	1990	1989	1988
Short-term borrowings	$ 3,887,788	$ 3,972,399	$ 4,224,792
Payables	9,599,999	8,064,066	7,319,193
Other liabilities	24,475,896	22,526,376	21,236,594
Long-term debt	3,191,276	3,052,297	3,831,135
Assets valuation allowances	4,078,137	3,792,747	3,366,520
Reserves	31,554,102	29,600,458	26,175,045
Equity	307,459,923	290,857,846	272,680,061
Total	**$ 384,247,121**	**$ 361,866,189**	**$ 338,833,340**

Board of Examiners

The Board of Examiners (Rural) appointed under the provisions of The Department of Rural Development Act, is responsible for the issuance of certificates of qualification to administrators of rural municipalities. The Board also investigates, upon application, the council dismissal of an administrator. The Board consists of one staff member of the Department who serves as chairman, one representative from the Saskatchewan Association of Rural Municipalities and one representative from the Rural Municipal Administrators' Association.

Type of Certificate	Number Issued 1990-91
Rural Class "C"	26
Rural Class "A"	14
Rural "Superior A"	10